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ABSTRACT

Although presence of a university library is believed to affect the development of a local public library, little research is published on the subject. This study of Chapel Hill, a university-dominated town of 20,000 suggests that public access to the University of North Carolina Library helped delay the establishment of a public library until 1958. A children's library was formed in 1929; children had not been served at the university. The Chapel Hill Public Library occupies a new building and receives sympathetic support, but government monies do not cover the true cost of operations. Durham, N.C., an industrial city of 93,000, opened a public library in 1898 and replaced it with the present Carnegie library in 1923. A site for a new building is reserved, but a bond issue to support it failed in 1968, despite substantial evidence of need. Certain knowledgeable persons attributed some of the indifference to the availability of the Duke University Library collection. Economic and sociological factors may also contribute. (Author)

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THE EFFECT OF THE PRESENCE OF AN ACADEMIC LIBRARY ON THE DEVELOPMENT OF THE PUBLIC LIBRARY. TWO CASE STUDIES: DURHAM AND CHAPEL HILL, NORTH CAROLINA

by

Laurance Robert Mitlin

A research paper submitted to the faculty of the School of Library Science of the University of North Carolina at Chapel Hill in partial fulfillment of the requirements for the degree of Master of Science in Library Science.

Chapel Hill

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INTRODUCTION

A phenomenon frequently considered common to college towns is a lack of support for a local public library. Often blamed for this lack of support is the presence of library facilities at the college or university. At least one college, Delta State College in Cleveland, Mississippi, has discontinued library service to the community because the public library board felt such service "curtailed public library development."[1]

In the Research Triangle Area of North Carolina, persons familiar with the Durham Public Library ascribe the inability of a library bond referendum to pass, at least in part, to the unlimited access policies of the Duke University Library. In Chapel Hill, where university influence is very high, the public library was not formed until 1958 and depends largely on private contributions for book purchases. A logical hypothesis would be that the University of North Carolina Library undermines support for the public library.

Therefore, a formal study of the conditions in the above two towns was undertaken to attempt to shed some light required to better evaluate such allegations.

Because of the almost total lack of published research on questions of this type, the study was necessarily based upon available local sources of information. As it turned

out, information was obtainable from three major sources: the people closely involved with the library situations in the two towns, news accounts of library-related events, and election returns for the library bond referendum in Durham. Statistics kept by the various libraries studied were either irrelevant or non-existant.

Persons were consulted who were connected with the Duke and University of North Carolina libraries, the Durham and Chapel Hill public libraries, and the State Library of North Carolina in Raleigh.

FOOTNOTE

[1]E. J. Josey, "Community Use of Academic Libraries: a Symposium," College and Research Libraries, XXVIII (May, 1967), 187.

CHAPTER I

HISTORY OF THE CHAPEL HILL PUBLIC LIBRARY

Chapel Hill, long dominated by the University of North Carolina, was for many years "the only town of its size in the state . . .without a public library."[1] The town, which likes to call itself a "village," had a population of 20,068 in 1970.[2] The University's enrollment was about 16,000.[3] In the 1970 Census, "college students, as in 1950 and 1960, were counted as residents of the area in which they were living while attending college."[4] Therefore, an appreciable percentage of the town's population was made up of students living in dormitories and other residences within the city limits. The University has one of the leading academic libraries in the nation. In 1969, the U.N.C. library ranked twenty-third in total volumes among United States' university libraries.[5] The library has always been open to the public.

Also common in this close-knit community was the trading of books among friends and neighbors. Notices appeared in the local newspapers "begging for the return" of loaned volumes.[6]

Chapel Hill came into existence in the late Eighteenth Century with the founding of the University, but the first recorded "public" library, a children's library, was not formed

until 1929.[7] Under the chairmanship of Mrs. Robert Wettach, who serves on the Public Library Board of Trustees today,[8] the Mary Bayley Pratt Children's Library was formed by several town civic organizations.[9] First housed in the parish house of the Chapel of the Cross (Episcopal), the Pratt Library moved to the elementary school after one year.[10] Support came largely from "interested citizens," but the school supplied a librarian and quarters after the move. The Pratt Library served Chapel Hill as both a children's public library and a school library until the founding of the Chapel Hill Public Library in 1958.

Adult book collections for the townspeople were largely of the rental variety.[11] During this period the Bull's Head Bookshop, now the trade book division of the University's Student Stores, was quartered in the Louis Round Wilson Library on the University of North Carolina campus.[12] A large, up-to-date rental collection there was supplemented by "drug store" collections.[13,14]

The main source of library materials for the community, as might be expected, was the University Library. The Extension Library, designed to service U.N.C. extension courses, welcomed townspeople.[15] And the Library itself "graciously made Chapel Hill residents welcome, even youngsters searching for help to win a merit badge."[16]

During this period, the Community Chest had assumed responsibility for funding the summer operation of the Pratt Children's Library.[17] By the mid-1950's, the administrators of the Chest were feeling overburdened with this responsi-

bility and expressed a desire to discontinue the support.[18] There was also a feeling on the part of some members of the community that a library was not a legitimate function of a group concerned with fund-raising for welfare agencies.[19]

In 1958, the Community Council's Executive Board appointed a committee "to make a study of library facilities in Chapel Hill."[20] Officers of the committee included Mrs. Richmond Bond, present chairman of the Chapel Hill Public Library Board of Trustees and Mrs. William Geer, now public librarian.[21] Mrs. Bond had "never felt a need for a public library" when she assumed her duties on the committee.[22] However, the study committee noted "a rapid growth in population, a diversity of interests among citizens," and a variety of professions and occupations followed by townspeople[23]--all factors which pointed to a need for a public library. Thus, the committee recommended establishment of a library,[24] and three sub-committees were formed to consider the problems of location, necessary services to be performed by a library, and basic budget needs.[25]

During their study of library facilities in Chapel Hill, the committee members noted "many barriers to use of the University library."[26] The University faculty and student body were becoming larger, and the library was rapidly becoming unable to adequately serve the community at large.[27] In addition, the book collection was "exceptionally specialized, and thus would be impractical for public usage."[28]

The first reaction of many Chapel Hill citizens to the

idea of a public library was "Chapel Hill does not need a library, except maybe for the children."[29] A feeling that the University Library was adequate for the town's needs was wide-spread. The advocates of the public library idea, in an attempt to gain support for their plans, made the rounds of the local civic and women's clubs. These groups proved to be easily convinced, once the situation was explained. The women, according to reports, were more sympathetic to the idea than were the men.[30]

A majority of the Board of Aldermen was persuaded of the desirability of a library[31] and appropriated $4,600 for the first year of operations.[32] At first the library was affiliated with the Hyconeechee Regional Library, which serves Orange, Caswell, and Person counties.[33] A grant of $5,000 in federal funds for books was obtained through the regional library. The region also supplied some books and technical advice.[34]

Other sources of books were loans from the State Library's deposit collection and gifts of duplicate volumes from the University Library.[35] Also the Mary Bayley Pratt Library Association trustees, feeling that the public library would "fulfil the original purposes of their organization,"[36] decided to disband and donate their books to the schools and their funds to the new public library. The children's room at the public library was named the Mary Bayley Pratt Children's Room.[37]

The original home of the library was a first-floor apartment in a converted residence on West Franklin Street, ad-

jacent to the present location of University Square. In the nine and one-half years following the opening, on December 15, 1958, the library expanded to include the entire first floor, with its three kitchens and three baths.[38] The fireplaces in the building were used to supplement the often inadequate heating system. When the new building was constructed, the patrons of the library "demanded" that a fireplace be included in the lounge area.[39]

Support for the library has grown in the years since its founding. The collection, as of June, 1970, totaled 28,677 volumes. Circulation reached 178,988 in 1968-69 and 205,203 in 1969-70.[40]

Current budget items total $52,920. Of this amount, $41,920, or only 79 per cent, are from governmental sources (town-$29,770, county-$12,150).[41] Gifts, mostly through the Friends of the Library organization, are approximately $6,000. The book budget totals about $8,000, of which only $1,850 is from town appropriations.[42] Fines total approximately $5,000 per year.[43] Additional costs of operation are not reflected in the budget. For example, cataloging, mending, and certain clerical tasks are done by part-time volunteer help. The library used the State Processing Center for a short period at one time but discontinued the relationship because of the availability of "free" labor locally.[44] But the labor is "free" only in the sense of its not requiring an actual monetary outlay. It may have a significant political cost since it causes an understatement of the true cost of operation of the library.

By 1965, the library had outgrown its makeshift quarters, and a bond election was scheduled. The $150,000 issue was approved by the voters by a margin of 16 to one. Federal funds, under the Library Services and Construction Act, approximately matched this amount, and two large gifts made up the difference between the governmental funds and the cost of the proposed building.[45]

The present building, which opened on April 21, 1968, was designed for possible expansion in the future, but these provisions may prove too modest. A small and limited service center is located in the Roberson Street Recreational Center, and the staff is considering several possibilities for extending service to other parts of the community.[46]

FOOTNOTES TO CHAPTER I

[1]Mrs. Richmond Bond, "The Story of the Public Library," Chapel Hill Weekly, April 24, 1968.

[2]World Almanac and Book of Facts (1971 edition), (New York: Newspaper Enterprise Association). p. 432.

[3]Ibid. p. 153.

[4]U.S. Bureau of the Census. U.S. Census of Population: 1970, Number of Inhabitants, Final Report PC (1)A, (Washington: U.S. Government Printing Office, 1970), p. IV.

[5]Bowker Annual of Library and Book Trade Information, (New York: R. R. Bowker, 1970), p.16.

[6]Bond, Chapel Hill Weekly.

[7]Ibid.

[8]Ibid.

[9]Interview with Mrs. Richmond Bond, Chairman, Chapel Hill Public Library Board of Trustees, December 3, 1970.

[10]Ibid.

[11]Bond, Chapel Hill Weekly.

[12]Bond, interview.

[13]Bond, Chapel Hill Weekly.

[14]Bond, interview.

[15]Ibid.

[16]Bond, Chapel Hill Weekly.

[17]Bond, interview.

[18]Ibid.

[19]Ibid.

[20]Chapel Hill News-Leader, February 10, 1958.

[21]Ibid.

[22]Bond, interview.

[23]Chapel Hill News-Leader, February 17, 1958.

[24]Bond, interview.

[25]Chapel Hill News-Leader, February 17, 1958.

[26]Bond, interview.

[27]*Chapel Hill News-Leader*, February 17, 1958.

[28]*Ibid*. [29]Bond, interview.

[30]*Ibid*. [31]*Ibid*.

[32]Interview with Mrs. William Geer, Librarian, Chapel Hill Public Library, November 19, 1970.

[33]*Ibid*. [34]*Ibid*.

[35]Bond, *Chapel Hill Weekly*.

[36]*Ibid*. [37]*Ibid*.

[38]Bond, interview. [39]*Ibid*.

[40]*Ibid*. [41]*Ibid*.

[42]*Ibid*. [43]*Ibid*.

[44]*Ibid*. [45]Geer, interview.

[46]*Ibid*.

CHAPTER II

THE UNIVERSITY AND THE CHAPEL HILL PUBLIC LIBRARY

Determining the effects of the presence of a university library on the development of a public library is difficult in that the problem does not seem to lend itself to "proof." Further compounding the difficulity is the lack of meaningful statistics which might bear on the question. The Chapel Hill case, however, may lend itself to more satisfying conclusions than most. Chapel Hill is a member of that unique type of municipality in the United States, the "company town." The University of North Carolina exerts an overriding influence over every activity in the town.

The University generates, directly or indirectly, virtually all employment in Chapel Hill. Non-University employment consists almost entirely of merchants and service companies who depend upon the students and university employees. This is graphically demonstrated when school is not is session. Many of the restaurants and other retail establishments throughout the town close their doors until classes resume. The University owns even the town's electric and water departments and the telephone company.

As a result of the fact that the University is the major employer in the town, and since the level of education in a university community tends to be high, the population of

Chapel Hill would be expected to be heavy users of the services offered by a public library. The lack of a public library for more than 150 years of the town's existence surely cannot be blamed upon a lack of interest in intellectual matters by the "villagers."

According to the people most closely connected with the Chapel Hill Public Library, interest in such a facility did not arise in the community until the University began to grow too large to serve adequately any but its own primary clients.[1,2]

The University has always had, and still does have, a policy of service to any member of the Chapel Hill community over the age of 14.[3] The lack of service to younger children could explain the formation of the Pratt Children's Library over 40 years ago. This suggests that the absence of service from a university library may cause a demand for public library service.

The only figures available, a survey of circulation made in November, 1966, show that 14 per cent of the circulations at the Wilson (Graduate) Library were not to students or faculty members of the University of North Carolina.[4] Annual circulation at Wilson is usually between 200,000 and 250,000. (In 1968-69, the circulation totaled 232,592.) No break-down as to type of materials borrowed is available. But the statistics do show that considerable use continues to be made of the University library by townspeople and others. An unidentifiable portion of these borrowers must certainly be from

neighboring academic and research communities. In comparison, the circulation of the public library approaches the total circulation of the Wilson Library.

Support of the public library by the town and county governments has been willingly extended since the formation of the library. But only about 79 per cent of the actual monetary cost of running the library is borne by the governments.[5] The book budget is funded almost entirely by contributions from private donors. And volunteer, unpaid labor performs many tasks which would require salaried personnel under different circumstances. It is doubtful that the governments are aware of this.

Whether the city and county fathers would be willing to appropriate funds to cover the entire true cost of operation cannot be determined. The library's full budget requests have always been honored in the past. Mrs. William Geer, Chapel Hill Librarian, believes that the Board of Aldermen and the County Commissioners would not balk at a request for total public support of present services.[6] Mrs. Richmond Bond, Chairman of the Board of Trustees, is less sure.[7]

A reasonable conclusion, one on which the people most closely involved with the Chapel Hill Public Library might agree, would be: The University and its library were the major, if not the only reason for the late start of public library service in Chapel Hill. Not until the University and its growing academic clientele did the residents of Chapel Hill

realize the necessity of a public library.

Once this realization occurred, though, "villagers" decided to support the library. They voted overwhelmingly to build a handsome, modern building, and their representatives have always granted every request for support from the Board of Trustees. However, it has been possible to keep such requests considerably below true costs because of volunteer services, substantial fines, and large financial contributions.

FOOTNOTES TO CHAPTER II

[1]Interview with Mrs. William Geer, Librarian, Chapel Hill Public Library, November 19, 1970.

[2]Interview with Mrs. Richmond Bond, Chairman, Chapel Hill Public Library Board of Trustees, December 3, 1970.

[3]Interview with Mr. Archie Fields, Head, Circulation Department, Louis Round Wilson Library, University of North Carolina, December 7, 1970.

[4]Ibid.

[5]Bond, interview.

[6]Geer, interview.

[7]Bond, interview.

CHAPTER III

HISTORY OF THE DURHAM PUBLIC LIBRARY

While Chapel Hill trailed behind most other cities in North Carolina in offering public library service to its citizens, Durham was a leader in this respect. "Durham was the first city in North Carolina to have a free library, and the second to offer Negroes public reading facilities."[1] The Durham Public Library opened its doors on February 8, 1898, as "the first free public library in the state."[2]

The guiding force behind the founding of the library was Lalla Ruth Carr, daughter of Gen. Julian S. Carr. She, Mrs. A. G. Carr, and Dr. Edwin C. Mimms presented the idea to local civic clubs. Eventually, a general meeting of interested persons resulted.[3]

Over $4,000 was subscribed toward the construction of a building, and a lot between Main and Chapel Hill Streets at Five Points on the west edge of the present business district was donated by General Carr. Further fund-raising campaigns netted $1,573.75 for completion of the building.[4] After the library opened, the city Board of Aldermen appropriated $50 per month for operating expenses.[5] No public funds were expended in the construction of the building.[6]

In order to finance the purchase of books, the "lady

managers" of the library formed a library association with membership dues set at one dollar. Various theatrical performances were held to benefit the book fund.[7]

The first trained librarian at the Durham Public Library arrived in 1911.[8] She was Mrs. Alfred F. Griggs,[9] a graduate of the Carnegie School of Library Science in Atlanta. She is credited with convincing the Board of Aldermen of the value of a public library and with getting them to raise their appropriation to $1,500 annually.[10]

In 1923 the city received a Carnegie Foundation matching grant for construction of a new library building.[11] The town's portion of the cost was in the form of their equity in the existing (1898) building, so no actual cash outlay was required.[12] The Carnegie building still serves as the city's main library facility.

The present building was recognized as inadequate at least as early as 1960. In his budget for that year, City Manager Aull included $750,000 for a new library to be included in a civic center.[13] In the same year, retiring Board of Trustees Chairman M. B. Fowler said, "There is not enough room for books and the staff does not have space to do its work."[14]

The board authorized Fowler's successor, Herbert C. Bradshaw, to "initiate a survey of the library's needs and its present physical property. . . ."[15] Bradshaw's successor, M. A. Ham and his board hired Dr. Emerson Greenway, head of the Philadelphia Free Public Library, to conduct a

library survey in 1962.[16] Dr. Greenway's preliminary conclusions were that Durham's library system was "inadequate."[17] He stated that the most pressing need was a central library in the downtown area. Other needs included more books, more staff, and branch libraries.[18] Greenway's final report emphasized the need for new central library facilities. The report, presented on May 3, 1963, "called for the shifting of the Durham Public Library into new quarters immediately, in fact by no later than September of this year.[19] . . .'Just as soon as you possibly can, even before school starts in September, you should acquire 20,000 square feet of space and move the library there immediately.'"[20]

Greenway also recommended an increase in the library's budget of $25,000 per year for five years and formation of a library promotion group to sell the idea of improved library service to the community.[21]

Despite Dr. Greenway's recommendations, the library remained in the old Carnegie building. Finally, in 1966, the Library Board selected an architect to design a new downtown library. Durham was (and is) involved in a large scale downtown urban renewal project, and the library and a municipal parking garage were slated to occupy a site made available by the renewal project in the center of the downtown area.[22]

The Durham Sun said the library should be a "top-priority" project for the site and should not be a "step-

child" of the parking facility. The Sun noted that "parking is a problem in any important city. It will be a problem for many years to come. But, our city must not become so engrossed with parking facilities as a 'business' as to forget that an adequate central library long has been an urgent need and a major goal of the community."[23]

The parking garage was completed in 1970; the library remains in the Carnegie building, and its share of the site is still destined for a library building.

Objections to the proposed site surfaced late in 1966. Some members of the "Downtown Advisory Committee" thought that the site was too valuable to be used for non-commercial purposes. Library Board Chairman Ben F. Powell and Director of Library Services George Linder argued that a prime downtown location was vital to intensive library utilization.[24] The library view prevailed, and the site remained reserved for the new building.

Finally, on November 19, 1967, the Durham County Commissioners called for a library bond referendum totaling $2.5 million. Also to be included on the ballot would be the question of a ten cent per $100 "permissive tax levy" for operating the library.[25] Under North Carolina law, ad valorum taxes may be used to finance only "essential" governmental functions. Public libraries have not yet been considered essential in North Carolina law. Thus only two sources of funds are available to libraries. Non-ad valorum taxes such as license fees, profits from county-

run liquor stores, and sales tax receipts are one. The other possible source is a county-wide levy which must be approved by a referendum. The Durham City-County Public Library received two-thirds of its funds from the city and one-third from the county from non-ad valorum sources.[26] If the special library tax were to pass, the Public Library would become a county-run institution, no longer receiving funds from the city government.[27]

The bond election was held on March 5, 1968. Both the building bonds and the ten cent tax levy were defeated by the voters of Durham County. The bond issue received 5,085 votes for and 6,588 against. The tax was defeated by a margin of 2,241 to 6,157.[28] The library bond issue was the third in a row to be rejected by Durham voters. A $15 million hospital issue was defeated in November, 1966, and a $9.75 million city-county school issue was rejected in January, 1968.[29] In an election held after the library referendum, the hospital bonds passed on their second try.[30]

The Public Library is anxious to place the issue before the voters again. Another election probably would have been held in 1970, except the schools were expected to again attempt to pass a bond issue in that year. The schools did not do so, but the library must now wait until 1971 or later to try again.[31]

FOOTNOTES TO CHAPTER III

[1]*Durham Sun*, June 23, 1964.

[2]*Ibid*. [3]*Ibid*.

[4]*Ibid*. [5]*Ibid*.

[6]*Ibid*. [7]*Ibid*.

[8]*Ibid*.

[9]Interview with Miss Jane Wilson, State Library, Raleigh, North Carolina, December 8, 1970

[10]*Durham Sun*, June 23, 1964.

[11]Interview with Mr. George Linder, Director of Library Services, Durham City-County Public Library, December 2, 1970.

[12]Interview with Dr. Ben F. Powell, Director, Duke University Library, and Chairman, Board of Trustees, Durham City-County Public Library, December 7, 1970.

[13]*Durham Morning Herald*, February 19, 1960. *Durham Sun*, March 5, 1960.

[14]*Durham Sun*, March 5, 1960.

[15]*Ibid*.

[16]*Durham Morning Herald*, February 24, 1962.

[17]*Ibid*. [18]*Ibid*.

[19]*Durham Morning Herald*, May 4, 1963.

[20]*Ibid*. [21]*Ibid*.

[22]*Durham Morning Herald*, October 7, 1966.

[23]*Durham Sun*, October 10, 1966.

[24]*Durham Morning Herald*, December 20, 1966.

[25]*Durham Sun*, November 20, 1967.

[26]Linder.

[27]*Ibid*.

[28]*Durham Sun*, March 6, 1968.

[29]*Ibid*.

[30]Linder.

[31]*Ibid*.

CHAPTER IV

DUKE UNIVERSITY AND THE DURHAM PUBLIC LIBRARY

The library system situation in Durham is potentially very different than that of Chapel Hill. The two communities, although only ten miles apart, present distinct contrasts.

According to the latest estimates, Chapel Hill has only 20,068 residents. Durham, in contrast, has a population of 93,935, of which less than 7,961 are Duke University students.[1]

Durham depends almost entirely upon manufacturing for its existance. Retailing is not considered even a secondary activity by the Rand McNally Commercial Atlas.[2] Textiles are an important product, and Durham is well known as the home of Lucky Strike and Camel cigarettes.

But while Duke University does not occupy the dominant position in Durham which the University of North Carolina does in Chapel Hill, it is sufficiently important in commuintiy life to be considered as an influence upon developments in the city. Dr. Ben F. Powell, Director of libraries at Duke and chairman of the Public Library Board feels that "Durham has not had the interest in social and cultural institutions that non-university cities develop. The city has depended upon Duke for leadership and the provision of

these facilities."[3]

Duke has attempted to present the image of an institution which is interested in its host community and which is desirous of helping the community with its problems.[4] In line with this attitude, the Duke Library has been open to any Durham resident of high school age or above.[5]

According to Dr. Powell, Durham adults, with the exception of professional and business men and wives of faculty members, generally do not use the University library.[6] The exact use of the Duke library by townspeople is difficult to determine. Harris, in his 1970 research paper for the University of North Carolina Library School, found that 18 per cent of the questions asked of the Reference Department at Duke were by "others" (persons not connected with Duke), and 5.9 per cent were by persons of undetermined status, many of whom are likely to be not connected with Duke.[7] Many of these are also from other academic and research institutions, as was the case in the U.N.C. Library. Thus significant use may be made of the Duke Library by Durham residents.

Both George Linder, Durham library director, and Dr. Powell believe that the presence of the Duke Library has had a restrictive effect upon the drive for a new public library building in Durham, but they do not think it has hurt the annual operating budget.[8,9]

Powell points out that the impact of the university library is "difficult to measure," but reports members of the

Duke faculty who "wondered why that money for a new building should be spent."[10]

The five Durham voting precincts in which most Duke faculty members live (1,2,6,9,36) voted in favor of the bond issue, 1697 to 1076, a margin of 621 votes. Of 10,320 registered voters in those precincts, only 2,773 voted, or 26.9 per cent.

In four largely black precincts (10,11,12,14), the bond issue was favored by 857 to 503, a margin of 354 votes. Thirteen hundred sixty of 7,986 registered voters cast their ballots, or 17 per cent.

In the remainder of the city, the bond issue failed, 1,818 to 2,981, a margin of 1,153. Of 23,040 registered voters, 4,809 voted, or 20.9 per cent.

Outside the city, the issue failed, 703 to 2,028, a margin of 1,325 votes. Only two of 13 boxes returned in favor of the new building. Of 12,006 registered voters, 2,732 voted, or 22.8 per cent.[11]

The "Duke" precincts voted for the bond issue by over 61 per cent, and a larger proportion of registered voters in those precincts voted than in any other area. Of blacks voting, over 63 per cent were in favor of the bond issue.

Linder and Powell believe they needed extraordinary support from the educated people to overcome the expected defeats in the rural precincts and in the less affluent areas of the city. They did not get the support they expected.[12,13] Nevertheless, the "Duke" precincts did sup-

port the library better than did any other area of the city, with the possible exception of the black neighborhoods. Other causes for the library's defeat may have to be found.[14]

Neither Linder nor Powell blame the library's defeat solely upon the presence of the Duke library. Both feel that a "taxpayers' revolt" in Durham County is an important factor. The failure of the two earlier bond issues are evidence of this.[15,16]

Miss Elaine von Oesen, of the Library Development Division of the North Carolina State Library in Raleigh, while agreeing that the University was important in the library story in Chapel Hill, disagrees in the case of Durham. She blames the bond election loss on a "general trend of the past few years," and upon the characteristics of the Durham community.[17] The industrial character of the city with the resulting large number of poorly educated citizens is most important in explaining the lack of community support, she feels. She notes an exception to this hypothesis in the case of the black neighborhoods. The black citizens, in contrast to the lower-income whites, see education as a way out of their economic problems and thus vote for items such as libraries.[18]

In the face of conflicting opinions of persons familiar with the Durham situation, and the lack of conclusive evidence in the voting returns, a definitive statement on the effect of the Duke Library upon the development of the

Durham City-County Public Library would be unwise. One is tempted to write the bond election defeat off as just another in a series of citizens' protests against ever increasing public spending and higher taxes. But the firm conviction of George Linder and Dr. Ben F. Powell, both of whom were most closely involved in the fight for the new library, that Duke is a definite stumbling block in the way of a new building, should make one pause.

The Durham Public Library, however, is planning an action which may shed light on the entire issue. In order to determine the sources of the strengths and weaknesses in its support, the library is planning to conduct a survey of Durham voters. With the help of volunteer consultants experienced in the art of polling, the library hopes to discover data which will help in the planning of the next bond election campaign.[19]

FOOTNOTES TO CHAPTER IV

[1]World Almanac and Book of Facts (1971 edition), (New York: Newspaper Enterprise Association), pp. 146, 432.

[2]Rand McNally Commercial Atlas and Marketing Guide (1970 edition), (Chicago: Rand McNally, 1970), p. 384.

[3]Interview with Ben F. Powell, Director, Duke University Library, and Chairman, Board of Trustees, Durham City-County Public Library, December 7, 1970.

[4]Interview with George Linder, Director of Library Services, Durham City-County Public Library, December 2, 1970.

[5]Powell. [6]Ibid.

[7]Howard S. Harris, "A Statistical Analysis of Reference Questions Asked at Duke University During the Year 1968-1969." (Unpublished research paper, Library School, University of North Carolina, Chapel Hill, 1970), p. 42

[8]Powell. [9]Linder.

[10]Powell.

[11]Record of Bond Election Returns, March 5, 1968. (In the files of the Durham City-County Public Library).

[12]Powell. [13]Linder.

[14]Linder. [15]Powell.

[16]Linder.

[17]Interview with Miss Elaine von Oesen, Development Division, State Library, Raleigh, North Carolina, December 8, 1970.

[18]Ibid. [19]Powell.

CHAPTER V

CONCLUDING COMMENTS

This study, as do most case studies, provides information which is basically applicable only to the cases studied. And even so, definite conclusions about the two libraries considered should be made with caution.

It can be said with a fair amount of safety, however, that the University of North Carolina Library did have a stifling effect upon the development of public library service in Chapel Hill. The length of time alone which the town was without a public library is strong evidence for this conclusion. The forty years of service to children by the Pratt Library, in the absence of such service by the University, and the unanimity of the opinions of persons familiar with the situation reinforces this view.

The Durham case is considerably less clear. Persons directly responsible for the Durham Public Library and the Duke University Library believe that Duke University has been a negative factor in their quest for a new building, whereas the Director of the Library Development Division at the State Library disagrees. And the election returns, while far from conclusive, tend to support the view that other factors are more important.

The greatest problem faced in undertaking a study such as this is the lack of concrete data which bears on the question. By necessity, one must rely almost entirely upon persons who are familiar with the particular situations being studied. When they all agree, as in Chapel Hill, one tends to assert that relatively safe conclusions can be drawn; when they do not, as in Durham, one tends to assert that nothing definite can be said.

The lack of concrete information points up an area which public libraries ignore at their own risk. The public library, dependent upon elected bodies for its support, is, in a very important sense, a political institution. Political entities which are not certain of their sources of support in the community, and which do not base their information about these sources of support on concrete, definite knowledge, and which cannot present convincing, well-documented data in evidence of their need for support, are in danger of receiving less than their share of the community's resources.[1]

The Durham Public Library, by conducting a study of its areas of support and of weakness, is taking an important first step in this direction. Continuous monitoring of such matters should be considered by administrators of public libraries, wherever they are.

FOOTNOTE TO CHAPTER V

[1]See Paul Wasserman and Mary Lee Bundy, Reader in Library Administration, (Washington, D.C.: NCR Microcard Editions, 1968), especially Part V: "The Struggle for Existence," pp. 255-321.

APPENDIX

TABLE I

RESULTS OF LIBRARY BOND ELECTION
DURHAM, NORTH CAROLINA

March 5, 1968

PRECINCT	REGIS. VOTERS	VOTING	% VOTING	FOR	AGAINST	% FOR
INSIDE CITY						
1	1,717	452	26.3	231	221	51.1
2	1,916	273	14.2	149	124	54.6
3	1,027	247	24.1	51	196	20.6
4	1,746	544	31.1	252	292	46.3
5	1,788	246	13.8	191	55	77.6
6	2,763	802	29.0	556	246	69.3
7	626	98	15.7	56	42	57.1
8	1,514	206	13.6	99	107	49.1
9	1,138	416	36.6	290	126	69.7
10	2,528	202	8.0	152	50	75.2
11	2,702	613	22.7	392	121	63.9
12	1,435	249	17.4	188	61	75.5
13	1,838	255	13.9	189	66	74.1
14	1,321	296	22.4	25	271	8.4
15	1,231	381	31.0	49	332	12.9
16	1,012	132	13.0	18	114	13.6
17	1,329	90	6.8	54	36	60.0
18	2,306	428	18.6	91	337	21.3
19	793	211	26.6	76	135	36.0
20	1,741	469	26.9	246	223	52.5
21	2,040	604	29.6	214	390	35.4
22	1,351	230	17.0	55	175	23.9
23	1,113	290	26.1	85	205	29.3
24	1,585	378	23.8	102	276	27.0
36	2,786	830	29.8	471	359	56.7
OUTSIDE CITY						
25	1,372	364	26.5	82	282	22.5
26	312	63	20.2	19	44	30.2
27	186	28	15.1	4	24	14.3
28	374	105	28.1	29	76	27.6
29	2,062	396	19.2	65	331	16.4
30	1,346	254	18.9	37	217	14.6
31	1,085	286	26.4	37	249	12.9
32	490	129	26.3	7	122	5.4
33	382	117	30.6	14	103	12.0
34	1,100	94	8.5	64	30	68.1
35	1,546	308	19.9	114	194	37.1
37	1,006	322	32.0	98	224	30.4
38	745	265	35.6	133	132	50.2

SOURCE: Durham City-County Public Library.

MAP SHOWING THE VOTING PRECINCT BOUNDARY LINES AND POLLING PLACES OF THE CITY OF DURHAM

DURHAM COUNTY BOARD OF ELECTIONS

William H. Markham
CHAIRMAN

Ernest R. Wilkinson
SECRETARY

MEMBER

APRIL 1, 1970

DURHAM
NORTH CAROLINA

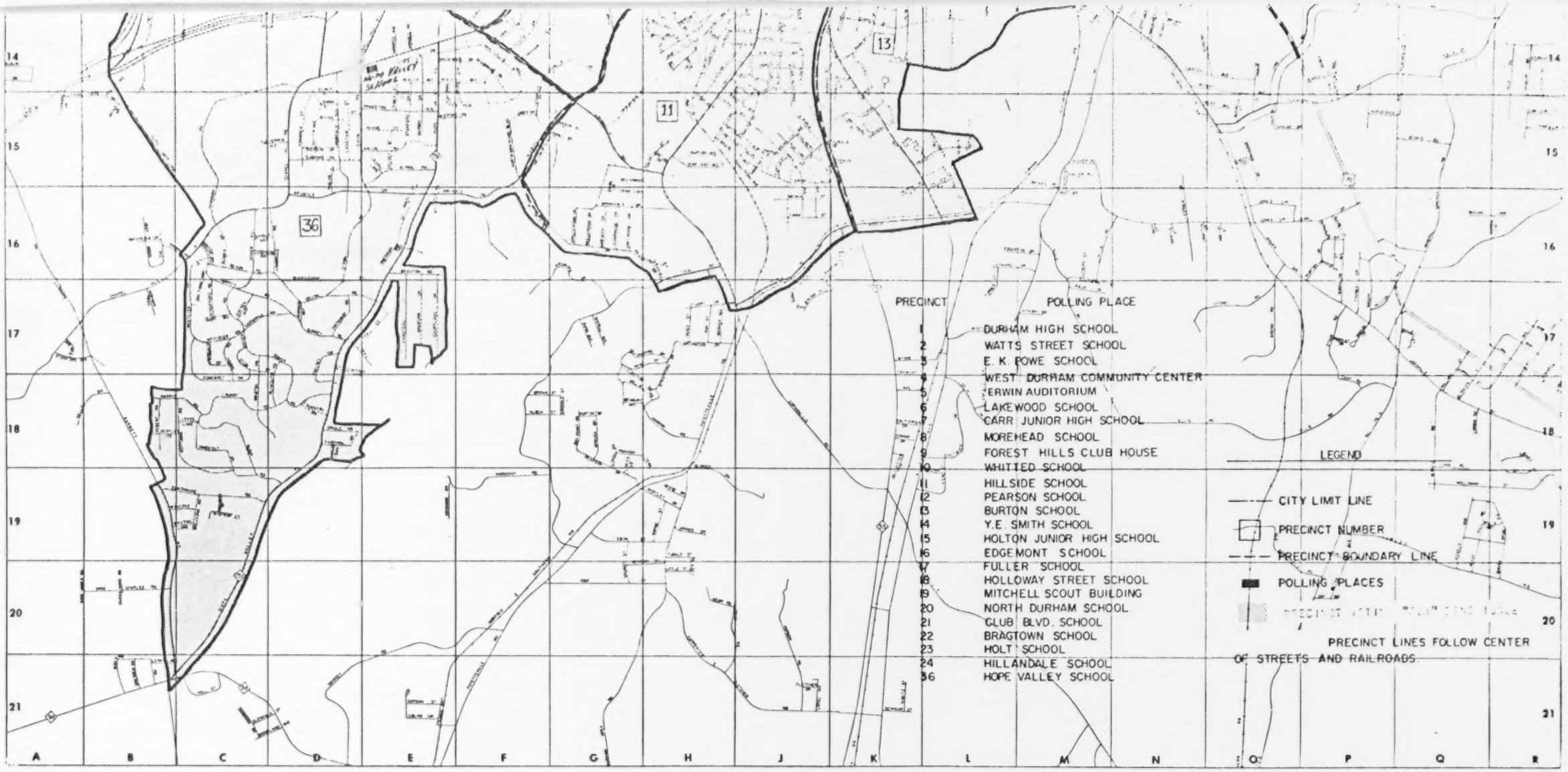
DEPARTMENT OF PUBLIC WORKS
1967

LEGEND

CITY LIMIT LINE
HIGHWAY SYSTEM STREETS
CITY SYSTEM STREETS
STREETS NOT OPENED TO TRAFFIC
DUKE UNIVERSITY STREETS
INTERSTATE HIGHWAY
UNITED STATES HIGHWAY
STATE HIGHWAY

LEGEND PERTAINS ONLY TO STREETS WITHIN CITY LIMITS

Durham Freeway
City Limit Line
Watts Hospital
Lakewood School
Walltown School
Watts School
Watts Grammar School
Hillside School
Hillside Park School
Edison Johnson Community Center
Walt Dorham Community Center
C.E. Hill
Erwin Auditorium
Club Blvd. School
Hoover School
Morehead School
Durham High School
Hillside Annex
Hillside Park Club House
Bragtown School
Coleman School
Walltown School
Merrick-Moore School
Hillside Park Club House
Bragtown School
Coleman School
Walltown School
Merrick-Moore School
Hillside Annex

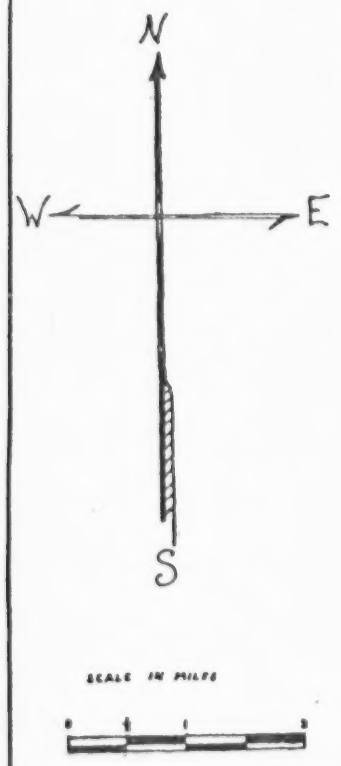


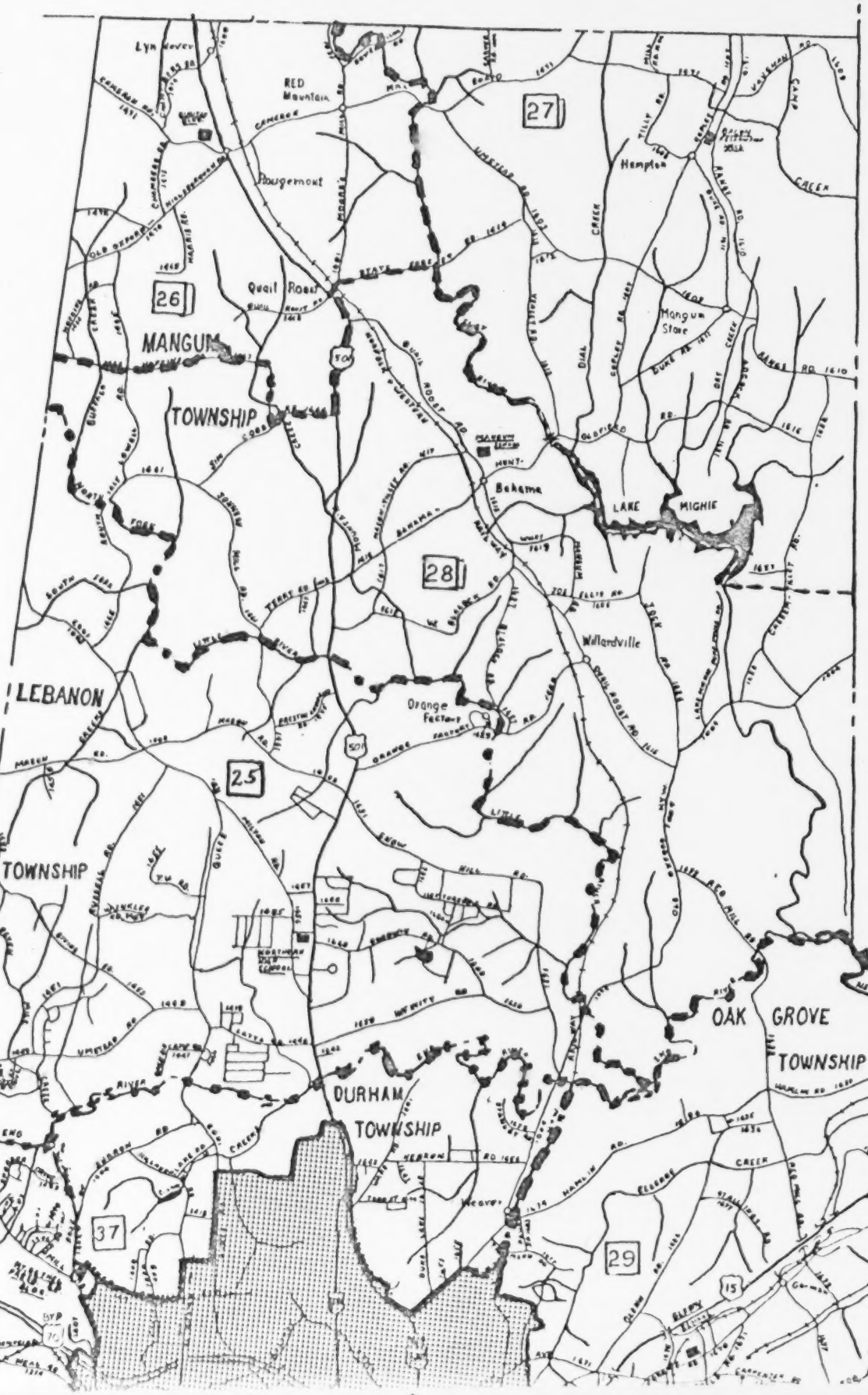
PRECINCT	POLLING PLACE
1	DURHAM HIGH SCHOOL
2	WATTS STREET SCHOOL
3	E. K. POWE SCHOOL
4	WEST DURHAM COMMUNITY CENTER
5	ERWIN AUDITORIUM
6	LAKEWOOD SCHOOL
7	CARR JUNIOR HIGH SCHOOL
8	MOREHEAD SCHOOL
9	FOREST HILLS CLUB HOUSE
10	WHITTED SCHOOL
11	HILLSIDE SCHOOL
12	PEARSON SCHOOL
13	BURTON SCHOOL
14	Y.E. SMITH SCHOOL
15	HOLTON JUNIOR HIGH SCHOOL
16	EDGEMONT SCHOOL
17	FULLER SCHOOL
18	HOLLOWAY STREET SCHOOL
19	MITCHELL SCOUT BUILDING
20	NORTH DURHAM SCHOOL
21	CLUB BLVD. SCHOOL
22	BRAGTOWN SCHOOL
23	HOLT SCHOOL
24	HILLANDALE SCHOOL
36	HOPE VALLEY SCHOOL

LEGEND

- CITY LIMIT LINE
- PRECINCT NUMBER
- PRECINCT BOUNDARY LINE
- POLLING PLACES
- PRECINCT VOTING PLACE AND NUMBER

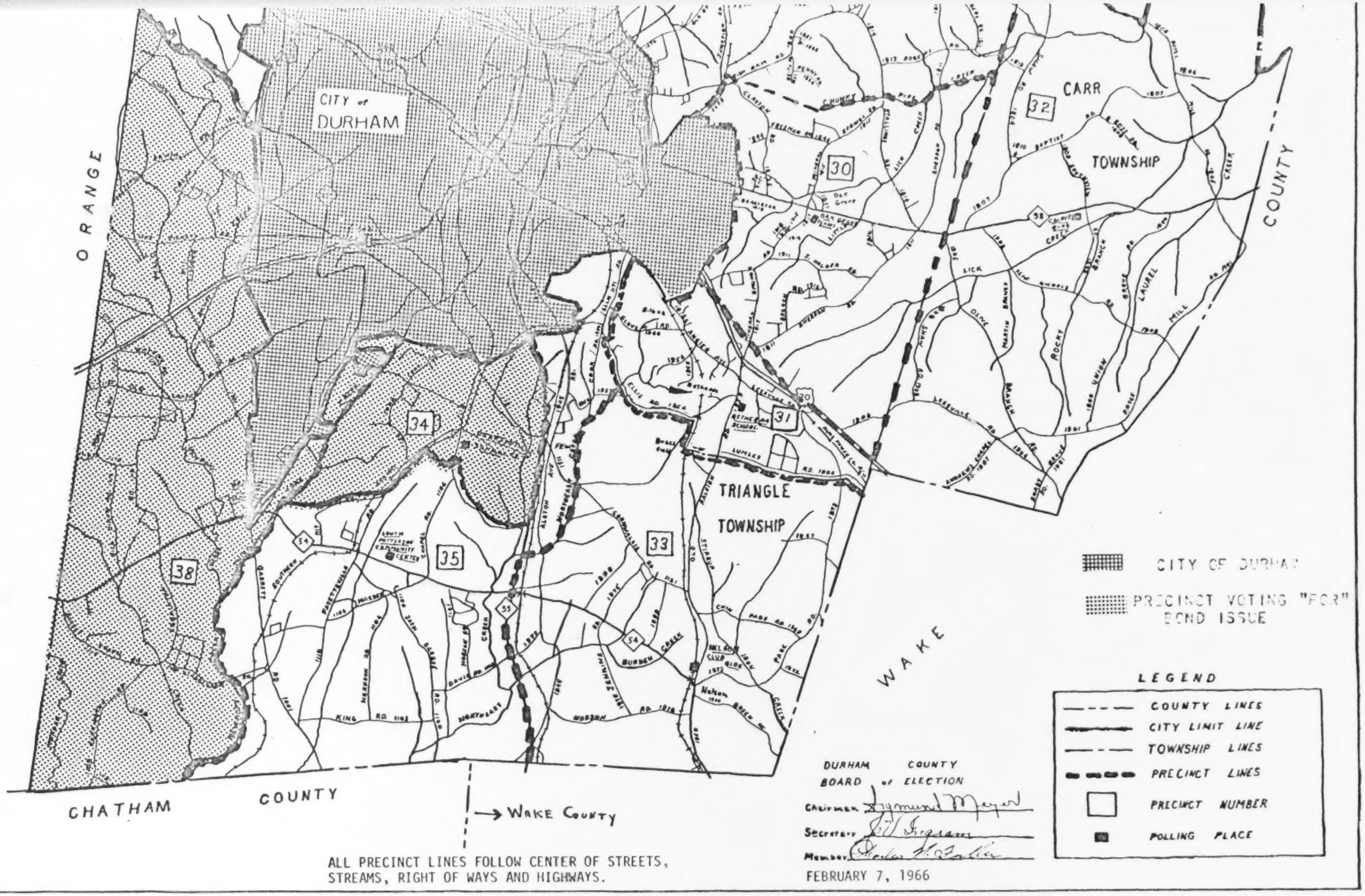
PRECINCT LINES FOLLOW CENTER OF STREETS AND RAILROADS.





MAP SHOWING THE VOTING PRECINCTS POLLING PLACES AND BOUNDARY LINES OF THE COUNTY OF DURHAM

Precinct Number	Polling Place
	DURHAM TOWNSHIP - (OUTSIDE CITY)
37	St. Bethel Educational Bldg. (at St. Bethel Presbyterian Church)
	LEBANON TOWNSHIP
25	Northern High School
	MANGUM TOWNSHIP
26	Ruritan Club Bldg. (at Rougemont)
27	Bacon Fellowship Hall (at Mt. Tabor Church)
28	Mangum School (at Bahama)
	OAK GROVE TOWNSHIP
29	Glenn School
30	Oak Grove School
31	Bethesda School
	CARR TOWNSHIP
32	[illegible]
	TRIANGLE TOWNSHIP
33	Nelson Club House (at Nelson)
34	Pearsontown School No. 2
35	South Patterson Community Center (on N.C. Hwy. 54)
38	Jordan Jr.-Sr. High School



DURHAM COUNTY
BOARD of ELECTION

Chairman Raymond Morgan

Secretary Bill Ingram

Member Helen H. Baskin

FEBRUARY 7, 1966

ALL PRECINCT LINES FOLLOW CENTER OF STREETS, STREAMS, RIGHT OF WAYS AND HIGHWAYS.

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von Oesen, Miss Elaine. Personal interview with the Head, Development Division, State Library, Raleigh, North Carolina, December 8, 1970.

Wilson, Miss Jane. Personal interview. State Library, Raleigh, North Carolina, December 8, 1970.

Maps

Durham County Board of Elections. Map Showing the Voting Precinct Boundary Lines and Polling Places of the City of Durham. (Durham, N.C., 1967.)

_____. Map Showing the Voting Precincts, Polling Places, and Boundary Lines of the County of Durham. (Durham, N.C., 1966.)